#### 2.0 PLANNING PROCESS

#### 2.1 PLANNING PROCESS DOCUMENTATION

The planning process for the State of Montana Multi-Hazard Mitigation Plan and Statewide Hazard Assessment (Plan) was designed and developed to maximize participation and information exchange during its development. To initiate the update process, the State of Montana, Department of Military Affairs, Disaster and Emergency Services (DES) via Contract No. MILO7-13730 (executed on November 14, 2006) retained Tetra Tech, Inc. The Contractor spearheaded and implemented the planning initiative under the direction and guidance of the State Hazard Mitigation Officer (SHMO).

A system for completing the necessary elements of a Standard State Mitigation Plan was created to provide an efficient way for participants to become active in the planning process and to facilitate an informational exchange of the most current data and programs throughout the State. During development of the original plan the planning process was focused on an Advisory Group, Hazard Technical Groups, and Stakeholders Group. During the plan update, the planning process was focused on local jurisdictions and the Stakeholders Group.

### 2.1.1 Advisory Group

An Advisory Group was designated as the main steering committee to develop the 2004 Multi-Hazard Mitigation Plan and Statewide Hazard Assessment. The members of this Advisory Group were selected based on their expert knowledge of hazards and/or their active role in mitigation activities in Montana. **Appendix A** contains a list of the various Agencies represented in the Advisory Group. The Advisory Group's main objective was to guide the planning process and to oversee the development of Multi-Hazard Mitigation Plan and Statewide Hazard Assessment to ensure consistency across hazards. This group met formally at the beginning of the planning process and reviewed items as necessary throughout the process.

#### 2.1.2 Stakeholders Group

A much larger Stakeholders Group was created to include multiple organizations, including federal, tribal, state, and local governmental agencies or associations, businesses, non-profit organizations, utilities and trade associations. All state departments were specifically invited to group meetings via invitation letters and/or e-mails. The Stakeholders Group represents a cross-section of private and public groups that have interests in mitigating the impacts of hazards and risks. Many of the participating stakeholders represent the entire state through their position and through their academic interests. Others hold key positions intended to represent the best interests of the public that they serve.

Stakeholder involvement for the State Plan Update included a kick-off meeting in Helena on April 19, 2007. The original Stakeholders list was updated and invitations were sent by regular mail requesting attendance at the half-day meeting. The meeting entailed a briefing on the State Plan Update, presentations by several guest speakers, a review of hazard risk maps and two exercises aimed at updating mitigation goals and objects. Guest speakers included experts on earthquakes by the Montana Bureau of Mines and Geology, wildfire by the Montana Department of Natural Resources and Conservation (DNRC), flooding by the Montana Floodplain Association, and severe weather by the National Weather Service

(NWS). Additionally, a representative from the Federal Emergency Management Agency (FEMA) Region 8 delivered comments on State Plan Update guidelines and requirements. A second meeting of the 2007 Stakeholders Group was held on August 8, 2007 to gather input on review the draft State Plan Update.

Members of the 2007 Stakeholders Group are listed in **Appendix A**. Since approval of the previous State Plan, there has been an increase in mitigation planning efforts among federal and state agencies. An atmosphere of cooperation and collaboration has emerged due in part to the involvement of these agencies in Local PDM Plan review, an awareness of the importance of mitigation, and the recognition that PDM-C grant funds are available for hazard mitigation projects.

#### 2.1.3 Hazard Technical Groups

Hazard Technical Groups were created to address specific hazard profiles developed for the 2004 version of the State Plan. Members of the Stakeholders Group were invited to participate in the Hazard Technical Groups for those hazards or topics on which they have expert knowledge of, supplemental information on, or a general interest in. The Hazard Technical Groups provided data, history, hazard information, and mitigation ideas for specific hazards and reviewed hazard profiles and mitigation measures. These groups communicated with the Team of Contractors and each other via e-mail and small group meetings. Members of each Hazard Technical Group are listed in **Appendix A**.

The original Hazard Technical Groups were not reconvened for the 2007 update. A small group of specialists were enlisted to help profile a new hazard added to the 2007 Update to the State Plan; Communicable Disease. Representatives from the Montana Department of Livestock, Department of Agriculture, and Department of Public Health and Human Services contributed the expertise in profiling this new hazard. Additionally, several hazards profiled for the 2004 version of the State Plan were expanded during the update process. Members of the original Hazard Technical Groups were enlisted to review revised sections of these hazard profiles.

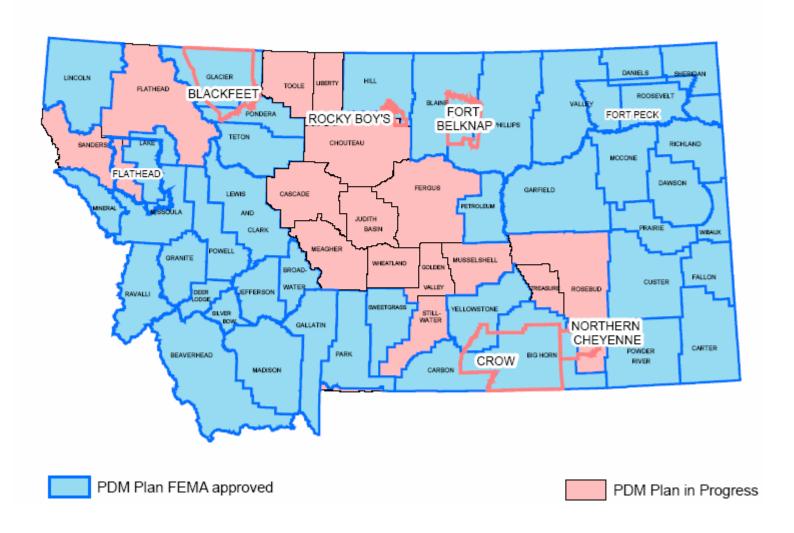
#### 2.1.4 Local Involvement

Public involvement to the level that is required for Local Pre-Disaster Mitigation Plans (Local PDM Plans) was not feasible at the state level during development of the 2004 version of the Montana State Plan. At that time, only six Local PDM Plans had been approved by FEMA; five county plans and one tribal plan. The majority of the other jurisdictions in the State of Montana were completing their PDM plans at the same time the State Plan was being developed. Therefore, local input to the state planning effort was limited in 2004. Integration of the Local PDM Plans into the State Plan occurred to the extent possible (i.e., where statewide concepts exist).

At the time of the 2007 State Plan Update, 43 Local PDM Plans had been approved by FEMA (41 county plans and two tribal plans) and 20 plans were in the advanced drafting stage (15 county plans and five tribal plans) **Figure 2.1-1** illustrates the status of Montana's PDM planning effort.

Figure 2.1-1 Status of PDM Planning Efforts in Montana

# Montana Pre-Disaster Mitigation (PDM) Program 19 June 2007



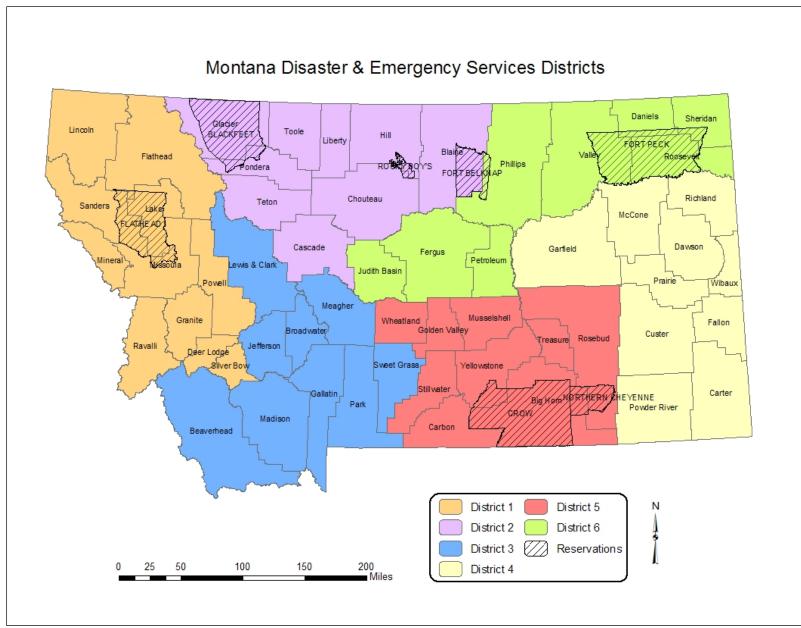


Figure 2.1-2 Montana Disaster & Emergency Services Districts

The Montana DES organization is broken into six geographical districts (**Figure 2.1-2**). Each district has a state District Representative who acts as a liaison between the state office and the local coordinators. The State Plan Update effort involved hosting meetings in 12 locations around the state to gather input on the local level. In general, two meetings were held in each DES District. District 1 meetings were held in Missoula and Polson. District 2 meetings in Cut Bank and Havre. District 3 meetings in Helena, Dillon, and Bozeman. District 4 meetings in Miles City and Sidney. The District 5 meeting was held in Billings. District 6 meetings were held in Wolf Point and Lewistown. The District 1 meeting held in Polson coincided with a Tribal Hazardous Material Conference which captured the participation of many tribal entities and well as local DES coordinators.

A press release announcing the local meetings was published in local newspapers around the state and e-mailed to DES coordinators in all districts requesting they invite appropriate stakeholders to attend the State Plan Update meetings. Meeting participants included district and local DES coordinators, representatives from city/county/tribal government, federal agencies, elected officials, utilities, private businesses and members of the public. An appendix to this document has been compiled to document the planning effort for each DES District. Sign-in sheets from the local meetings are presented in **Appendices B through G**, which correspond to DES Districts 1 through 6, respectively.

Local meetings included a briefing on the State Plan Update process, a review of hazards currently profiled in the State Plan, a review of District Risk Maps (see description below), a discussion on new hazards affecting the area, conversations on growth and development trends, a review of existing mitigation goals, and a brainstorm session on state-wide mitigation projects that could reduce the affect of future hazard events. Most meetings were two hours in duration. Meeting minutes are presented for DES Districts 1 through 6 in **Appendices B through G**, respectively.

In advance of the meetings, the Contractor reviewed a total of 59 Local PDM Plans (including 15 draft county plans and 5 draft tribal plans) and developed Risk Maps displaying a high-medium-low risk rating for each of the ten hazards profiled in the 2004 version of the State Plan. Since the Local PDM Plans had a variety of authors using different methodologies it was difficult to compare the different hazard rankings and/or prioritization schemes to derive a uniform risk factor; therefore, "draft" Risk Maps were presented at the local meetings for concurrence that the jurisdictions' hazard risks were captured accurately, or to see what changes needed to be made. This exercise was not intended to update the Local PDM Plans, but to verify that the Contractor had interpreted the intent of the existing Local PDM Plans accurately.

### 2.1.5 Project Web Page and On-Line Survey

The 2007 State Plan Update included a project web page hosted on the Montana DES website (<a href="http://206.127.65.86/StatePlan/">http://206.127.65.86/StatePlan/</a>). The web page included reference materials, scheduled meetings, meeting minutes, stakeholder and meeting participant lists, Risk Maps, local mitigation strategies, draft plan revisions, and forms relevant to the State Plan Update process. The web page provided the general public a way to keep informed on the project as well as opportunities to provide meaningful input on the mitigation strategy for the State of Montana.

The project web page also included an interactive survey designed to capture the input of federal and state agencies, county and tribal jurisdictions, businesses, non-profit organizations, and other interested parties on the state-wide mitigation strategy. The survey included the following questions:

- What jurisdiction type do you represent?
- What County/Tribal Community do you represent or as a private citizen where do you live?
- Have you seen or read the State of Montana Multi-Hazard Mitigation Plan and Statewide Hazard Assessment?
- How would you rate the overall quality and content of the Plan?
- Do you feel the plan accurately portrays natural and man-made hazards in Montana?
- What improvements do you think could be made to the plan?
- From the perspective of the jurisdiction that you represent or permanently reside in, how do you perceive the risk to each of the following hazards. Risk is defined as the potential to affect people, environment, economy and property of your jurisdiction.
  - > communicable disease
  - > drought, earthquake
  - flooding/dam failure
  - hazardous material incidents
  - landslides
  - > terrorism/violence,
  - > thunderstorm wind/hail/tornadoes
  - volcanic eruption
  - wildfire
  - winter storms/avalanche
- Please comment on the impact that future development will have on the hazards listed above, from the perspective of your jurisdiction:
- Please prioritize the following proposed NEW goals for the State Plan Update by order of importance from the perspective of your jurisdiction (1=highest / 10=lowest):
  - > Maximize the Use of Mitigation Actions that Prevent Losses from All Hazards
  - > Increase State's Capability to Provide and Assist Locals with Mitigation Opportunities
  - Reduce the Community Impacts of Wildland and Rangeland Fires
  - > Mitigate the Potential Loss of Life and Property from Flooding (riverine flooding, ice jams, dam failure)
  - Minimize Economic Impacts of Drought
  - > Reduce Impacts from Severe Summer Weather (thunderstorm wind, hail, tornadoes)
  - > Reduce Impacts from Severe Winter Weather (extreme cold, snow, ice)
  - > Reduce Potential Earthquake Losses in Western Montana
  - > Reduce Losses from Hazardous Material Incidents
  - > Encourage Mitigation of Potentially Devastating but Historically Less Frequent Hazards
- Please indicate any additional Goals you think should be added to the State Plan.

The remainder of the survey focused on ranking mitigation projects and objectives by goal. A write-in box was provided for additional mitigation projects the respondent thought should be included in the State Plan Update.

To launch the survey a press release was distributed to the media describing the intent of the survey. Follow-up telephone calls and/or e-mails encouraged project stakeholders to complete the survey. For individuals without access to the internet, the survey was available in hard copy from the State Hazard Mitigation Officer.

A cross-section of the State's population completed the survey. Out of the 200 survey respondents, 41 percent represented a county jurisdiction, 13 percent represented the State, 8 percent represented a federal agency, 5 percent were from a utility, 9 percent were from the general public, and 3 percent represented a tribe. The "other" category included 26 percent of the survey respondents and represented fire districts, cities, the Red Cross, private colleges, and healthcare providers. Survey results compiled by DES District are presented in **Appendices B through G** and are discussed further in *Section 4.0.* Survey results were an important tool used to prioritize mitigation goals, objectives, and projects for the State Plan Update.

#### 2.1.6 Plan Review and Adoption Process

A preliminary draft of the State Plan Update was provided to project stakeholders in advance of the August 8<sup>th</sup> plan review meeting held in Helena. The draft document was issued with line numbers on each page so reviewers could accurately provide direction/recommendations for text additions or deletions. Commenters were provided a spreadsheet to use to track their comments. All comment forms were submitted to the Montana State Hazard Mitigation Officer (SHMO), who reviewed the comments and reconciled any conflicting comments. The SHMO provided the Contractor with a consolidated list of comments giving direction on what to change in the preliminary draft document. Since the State Plan Update provides electronic linkage to Local PDM Plans, the preliminary draft document was provided to project stakeholders on CD. The document was also available on the DES website (http://206.127.65.86/StatePlan/).

The Contractor then prepared a revised draft document for FEMA review. A 45-day review period provided FEMA the opportunity to scrutinize the proposed Update to the Montana State Plan and offer comments on recommended changes. The review period was also used to get comments from the public on the draft plan. A press release was prepared and public notices were purchased in the five primary Montana newspapers announcing the document review period and availability of the draft Montana State Plan Update on the DES website. The press release encouraged the public to review the draft document and described how to provide comments. Upon receipt of comments from both FEMA and the public, the SHMO provided direction to the Contractor on changes needed and a final document was prepared.

Review of the preliminary and revised drafts of the 2007 State Plan Update provided an additional opportunity for the public to participate in the planning process. Through these methods, the citizens of Montana were directly and indirectly considered and valued during the development of this Plan.

The final Plan was formally adopted by the Governor of the State of Montana. The adoption of the Plan by the Governor demonstrates the State's continued commitment to fulfilling the mitigation objectives outlined in the plan, legitimizes the plan, and authorizes the responsible agencies identified to execute their responsibilities. A copy of the resolution of adoption will be submitted to FEMA for final approval.

The resolution adopting the updated plan includes assurances that the State of Montana will comply with all applicable Federal statutes and regulations in effect with respect to the periods for which it received grant funding, in compliance with 44 CFR 13.11c. The State Plan will be amended whenever necessary to reflect changes in State or Federal laws and statutes as required in 44 CFR 13.11d.

### 2.1.7 Plan Update Process

The planning structure followed for development of the State Plan Update allowed for individuals to have as much or as little involvement as they chose, thus maximizing the overall span of organizations involved. **Figure 2.1-3** depicts the participation structure. This structure was used for all aspects of the plan update to solicit statewide and local input and to ensure adequate representation without overburdening individual participants.

**Montana Disaster and Emergency Services Contractor** Tetra Tech **Advisory Group** Montana SHMO & FEMA State-wide Stakeholders Group **Hazard Technical Group Local Stakeholder Groups** DES District 1 DES District 2 DES District 3 Southwest Montana Northwest Montana North-central Montana DES District 4 DES District 5 DES District 6 Southeast Montana South-central Montana Northeast Montana **Local Government Local PDM Plans Tribal Government Utilities** Representation of **Stakeholder Groups Federal Government Associations/Private Organizations State Government Businesses/Industry** 

Figure 2.1-3 Planning Process Organizational Structure for 2007 State Plan

The Contractor, in consultation with the State Hazard Mitigation Officer (SHMO) and project Stakeholders, reviewed and analyzed each section of the plan as part of the update process in accordance with the following procedures.

**Section 1.0 – Introduction**: Review introductory materials and update as needed.

**Section 2.0 - Planning Process**: Provide explanation of planning activities conducted for update process. Evaluate coordination efforts between federal and state agencies as well as businesses, non-profits and other interested parties in the update process.

**Section 3.0 - Hazard Assessment**: Examine existing hazard profiles and determine whether changed conditions have affected risk assessment. Identify new hazards that should be considered in State Plan Update. Determine whether State's vulnerability has changed based on local plan and state risk assessments. Evaluate whether changes in development has affected jurisdictions in hazard prone areas.

**Section 4.0 – Mitigation Strategy**: Review current mitigation strategies and determine whether they adequately guide selection of mitigation activities. Establish whether existing goals remain valid or should be revised. Analyze state and local hazard management practices and determine whether capabilities have changed.

**Section 5.0 – Plan and Project Coordination**: Review methods of providing technical assistance and funding to implement mitigation strategies and update as needed. Evaluate state plan integration process and determine whether integration with FEMA programs and initiatives has occurred. Analyze project prioritization criteria and propose alternate methods as needed to account for high risk, repetitive loss, and development pressures.

**Section 6.0 – Plan Maintenance Procedures**: Review current procedures to determine effectiveness in evaluating and maintaining the State Plan. Identify alternate procedures if plan has not been adequately maintained since the last update cycle. Review process for monitoring and evaluating projects and develop alternate methods as needed to track the initiation, status, and completion of mitigation activities.

A mechanism for tracking revisions to the State Plan was developed as part of the 2007 update process. A Revision Form was completed for each section of the document indicating what revisions were made as part of the update process. An entry was logged-in for all additions or deletions to the 2004 State Plan including the date of the change and by whom the change was made. These Revision Forms should be maintained as part of subsequent revisions to the Montana State Plan. **Appendix H** contains the Revision Log Forms completed for the 2007 update to the Montana State Plan.

# 2.1.8 Planning Goals and Anticipated Outcomes

Goals and outcomes specific to the planning process were developed at the first Stakeholders meeting in 2004. Individuals presented and discussed their goals for the plan's development. The participants felt these goals and outcomes would make the hazard assessment and mitigation plan useful and ensure a successful end product for both state agencies and local mitigation specialists. These planning goals remained appropriate for the 2007 State Plan Update process. The planning goals are summarized as follows:

**Planning Goal #1:** Utilize local input to the maximum extent possible. Local input is critical to the success, accuracy, and usefulness of the plan.

**Planning Goal #2:** Create a Multi-Hazard Mitigation Plan and a Statewide Hazard Assessment that is a working, living document that can be continuously updated. *The initial development of the document is just the starting point. It needs to be flexible to allow for expansion and must be easily maintainable. The Plan must be accurate, concise and well written. Simplicity and usability are important.* 

**Planning Goal #3:** Integrate Local Pre-Disaster Mitigation Plans to avoid repetition, to provide continuity, and to underscore the importance of the Local Plans. *Local PDM plans are ultimately annexes to the state plan.* 

**Planning Goal #4:** Encourage continuous mitigation outreach, education, and technical assistance to the local DES coordinators and elected officials throughout the planning process and beyond. *Planning should be a grassroots effort that fosters local collaboration. Utilize a website and electronic communications for plan outreach, particularly with distant participants. Emphasize the financial benefits of planning and mitigation for local governments.* 

**Planning Goal #5:** Utilize existing programs to the extent possible to support mitigation goals. Statewide and national programs (e.g., the National Weather Service's Storm Ready program and the National Fire Plan) are important cooperating initiatives for hazard mitigation in Montana.

**Planning Goal #6:** Focus the Plan on the major Statewide risks to persons, property, infrastructure, and/or the environment. *An all-inclusive, non-specific plan would be too vague and would not allow for concentration on the major hazard areas, issues and risks.* 

**Planning Goal #7:** Identify areas where insufficient data exists to fully quantify hazards and document plans to address those shortcomings. *Recognizing the problems with acquiring hazard data will demonstrate the limitations in assessing the hazards and provide possible solutions for improving the hazard assessment.* 

**Planning Goal #8:** Use the hazard assessment as the cornerstone of the mitigation strategy. Basing the mitigation strategy on information from the hazard assessment will promote a greater connectivity between the problem and the solution.

**Planning Goal #9:** Outline the prioritization scheme that will be used to review local projects for funding. *The mitigation plan should provide specific examples of projects that will be encouraged.* 

**Planning Goal #10:** Emphasize outside funding sources in addition to FEMA, such as the US Army Corps of Engineers (USACE) and other federal, tribal, state, and local agencies. Include projects that are related to mitigation, and look toward alternative funding sources if traditional mitigation funding sources are not applicable.

**Planning Goal #11:** Foster a regional approach to mitigation, not just the jurisdictional areas. *Promote agency coordination through the planning initiatives.* 

#### 2.2 ORGANIZATION RESPONSIBILITES

The mitigation-related responsibilities of state agencies and other non-state entities were identified for the planning and update process and upon plan completion. These responsibilities fall within the mission of each organization or department as it relates to mitigation. Although the mitigation responsibilities may be a small or large part of the organization's mission and workload, they are nonetheless important. The tables outlining agency and organization responsibilities have been broken into those departments that are part of state government and those that are not (see **Table 2.2-1** and **Table 2.2-2**).

Table 2.2-1 State Government Organizations and Responsibilities

Department or Agency	Responsibilities
Department of Administration	<ul> <li>Provide and build safe state government facilities that are resistant to disaster</li> <li>Evaluate new construction of state-owned buildings with respect to hazard information</li> <li>Mitigate damage to the state's information technology systems</li> <li>Plan for continuity of service throughout Montana State government</li> </ul>
Department of Agriculture	Mitigate bioterrorism and disease outbreaks in agriculture
Office of the State Auditor	<ul> <li>Promote the National Flood Insurance Program and other types of hazard insurance with the insurance industry</li> </ul>
Department of Commerce	<ul> <li>Help businesses mitigate disasters</li> <li>Provide safe, disaster resistant housing for low-income people</li> <li>Promote sustainable community development</li> <li>Provide disaster information to tourists</li> </ul>
Department of Corrections	<ul> <li>Provide safe, disaster resistant facilities for incarcerated populations</li> <li>Ensure corrections facilities can be easily evacuated during disasters</li> </ul>
Department of Environmental Quality (DEQ)	<ul> <li>Conduct outreach in hazardous material spill prevention</li> <li>Regulate drinking water supplies</li> <li>Assess air quality</li> <li>Assist with the review of mitigation projects under the National Environmental Policy Act (NEPA), as applicable</li> </ul>
Department of Fish, Wildlife & Parks (FWP)	<ul> <li>Promote safe recreation for the public</li> <li>Assist with the review of mitigation projects under NEPA, as applicable</li> <li>Encourage mitigation in the wildland/urban interface</li> </ul>
Office of the Governor	<ul> <li>Protect the lives and property of the citizens of-and visitors to- the State of Montana</li> </ul>
Commissioner of Higher Education	<ul> <li>Promote safe, disaster resistant universities and colleges</li> </ul>
Montana Historical Society	<ul> <li>Mitigate historic sites from disasters where possible</li> <li>Assist with the review of mitigation projects under NEPA, as applicable</li> </ul>
Department of Justice	<ul> <li>Prevent crime, terrorism, and natural resource damage whenever possible</li> </ul>
Department of Labor and Industry (DLI)	<ul> <li>Encourage safe residential and commercial structures through building code enforcement</li> <li>Promote commercial and employer mitigation for employee safety</li> </ul>
Montana Bureau of Mines and Geology (MBMG)	Study geological hazards
Montana Legislative Branch	<ul> <li>Create laws that will protect citizens and visitors from disasters</li> </ul>
Montana State Library	<ul> <li>Serve as a clearinghouse for GIS data on hazard and disaster information when available</li> </ul>
Montana University System	Provide safe, disaster resistant campuses

Table 2.2-1 State Government Organizations and Responsibilities

Department or Agency	Responsibilities
Department of Livestock	<ul> <li>Encourage livestock health and food safety</li> <li>Mitigate bioterrorism and disease outbreaks in Montana's livestock industry</li> </ul>
Department of Military Affairs (DMA)	<ul> <li>Coordinate mitigation efforts statewide</li> <li>Manage HMGP and PDMC grants from FEMA</li> <li>Review local mitigation plans</li> <li>Provide mitigation technical assistance to local governments, tribes, and state agencies</li> <li>Provide regular mitigation training</li> <li>Protect National Guard assets from disasters</li> </ul>
Montana State Fund	<ul> <li>Promote safe, disaster resistant workplaces</li> </ul>
Department of Natural Resources and Conservation (DNRC)	<ul> <li>Encourage wildfire mitigation in the wildland/urban interface</li> <li>Manage the state's floodplain program and floodplain mapping</li> <li>Promote flood mitigation</li> <li>Manage NFIP grants from FEMA</li> <li>Ensure dam safety</li> <li>Assist with the review of mitigation projects under NEPA, as applicable</li> </ul>
Office of Public Instruction	Promote programs in school safety and disaster prevention education
Board of Public Education	Promote safe, disaster resistant schools
Department of Public Health and Human Services (DPHHS)	<ul> <li>Prevent epidemics and disease related disasters when possible</li> <li>Promote safe, disaster resistant state hospitals</li> <li>Promote disaster resistance and mitigation with those providing elder services</li> </ul>
Public Service Commission	<ul> <li>Promote utility safety and reliability</li> </ul>
Department of Transportation (MDT)	<ul> <li>Mitigate damage to the state's transportation infrastructure</li> <li>Evaluate hazard information when designing roads and bridges to mitigate future damages</li> </ul>

**Table 2.2-2 Non-State Government Organizations and Responsibilities** 

Organization	Responsibilities
American Red Cross	<ul><li>Promote disaster preparedness</li><li>Support local mitigation efforts</li></ul>
Bureau of Indian Affairs (BIA)	<ul> <li>Promote disaster mitigation on tribal lands</li> <li>Encourage wildfire mitigation in the wildland/urban interface and rangeland areas</li> </ul>
Bureau of Land Management (BLM)	<ul> <li>Encourage wildfire mitigation in the wildland/urban interface and rangeland areas</li> </ul>
Federal Emergency Management Agency (FEMA)	<ul> <li>Promote disaster mitigation</li> <li>Provide grants for mitigation activities</li> <li>Review and approve state and local mitigation plans</li> <li>Administer the Hazard Mitigation Grant Program and Pre-Disaster Mitigation Competitive grants</li> <li>Administer the National Flood Insurance Program</li> <li>Coordinate the National Earthquake Hazards Reduction Program</li> </ul>
Montana Association of Counties (MACo)	<ul> <li>Inform local governments of mitigation opportunities</li> <li>Introduce legislation that supports local mitigation goals</li> </ul>
Montana Chamber of Commerce	<ul><li>Promote safe, disaster resistant businesses</li><li>Encourage and assist with mitigation partnerships</li></ul>
Montana Disaster and Emergency Services Association	<ul> <li>Promote mitigation opportunities with local DES coordinators</li> </ul>

Table 2.2-2 Non-State Government Organizations and Responsibilities

Organization	Responsibilities
Montana League of Cities and Towns	<ul> <li>Inform local governments of mitigation opportunities</li> <li>Introduce legislation that supports local mitigation goals</li> </ul>
National Park Service (NPS)	<ul> <li>Encourage wildfire mitigation in the wildland/urban interface</li> </ul>
National Weather Service (NWS)	<ul> <li>Support mitigation of weather-related hazards in local communities</li> <li>Provide warning of potential hazards when possible</li> <li>Provides real time entry in EAS for all weather and non-weather related emergency messages and alerts.</li> </ul>
Natural Resources Conservation Service (NRCS)	<ul> <li>Protect watersheds through the Emergency Watershed Protection Program (EWPP)</li> <li>Promote mitigation from all natural hazards</li> <li>Promote flood mitigation through the purchase of easements</li> <li>Promote resource conservation</li> <li>Provide technical assistance on hazards to federal, state, local, tribal, and private organizations</li> <li>Provide technical and financial assistance to private landowners with the use of the Environmental Quality Incentive Program (EQIP) for drought, fire, and erosion</li> </ul>
U.S. Army Corps of Engineers (USACE)	<ul> <li>Promote flood prevention</li> <li>Assist with mitigation on waterways</li> <li>Assist with the review of mitigation projects under NEPA and USACE permits, as applicable</li> </ul>
U.S. Department of Agriculture (USDA)	<ul> <li>Promote drought mitigation</li> <li>Encourage wildfire mitigation in the wildland/urban interface</li> </ul>
U.S. Environmental Protection Agency (EPA)	<ul> <li>Protect wetlands</li> <li>Promote safe air quality</li> <li>Mitigate hazardous materials contamination</li> </ul>
U.S. Forest Service (USFS)	<ul> <li>Encourage wildfire mitigation in the wildland/urban interface</li> </ul>
U.S. Geological Survey (USGS)	<ul><li>Monitor river levels</li><li>Study seismic and other geologic hazards</li></ul>

#### 2.3 INTEGRATION WITH OTHER STATE PLANS AND PROGRAMS

An assessment of planning efforts at the State level was conducted by the Contractor after researching and contacting various federal and State agencies and utility companies. A description of the initiatives, goals in common, and opportunities for the integration of mitigation measures found is provided below.

# State of Montana Multi-Hazard Mitigation Plan and Statewide Hazard Assessment<sup>7</sup> – October 2004

The State of Montana Multi-Hazard Mitigation Plan and Statewide Hazard Assessment of 2004 was developed to comply with the requirements of the Disaster Mitigation Act of 2000. State Hazard Mitigation Plans are required by FEMA to be updated every three years; therefore, this Plan will be incorporated into and – will be replaced by the 2007 State Plan Update. The plan is maintained at the State of Montana, Department of Military Affairs, Disaster and Emergency Services by the SHMO.

Montana DES 2-13 August 2007

<sup>&</sup>lt;sup>7</sup> State of Montana Multi-Hazard Mitigation Plan and Statewide Hazard Assessment, Adopted October 2004.

# Hazard Mitigation Grant Program (HMGP) Administrative Plan<sup>8</sup> - October 2001

The Hazard Mitigation Grant Program (HMGP) Administrative Plan required for the HMGP post-disaster mitigation will continue to be an important guiding document for managing HMGP projects. This administrative plan describes the process used to solicit communities for projects, select projects, and then manage the grant program to fund the projects. Attachments include sample press releases, letters, and reports and instructions for National Emergency Management Information System (NEMIS) procedures. The Pre-Disaster Mitigation (PDM) program will be managed in a very similar fashion, and therefore, the HMGP Administrative Plan will serve as an initial management guide for the PDM program. Ideally, a future opportunity will allow for the integration of the two programs and the administrative document into the Multi-Hazard Mitigation Plan and Statewide Hazard Assessment. The current HMGP administrative plan is maintained at the State of Montana, Department of Military Affairs, Disaster and Emergency Services by the SHMO.

# Montana Disaster and Emergency Plan<sup>9</sup> – no date

The Montana Disaster and Emergency Plan, essentially the Emergency Operations Plan for the State of Montana, addresses the actions the State will take during times of disaster. Mitigation is an important aspect of the operations. The State of Montana Multi-Hazard Mitigation Plan and Statewide Hazard Assessment will replace the previous Hazard Mitigation Plan as Volume 17 of the Montana Disaster and Emergency Plan. The Montana Emergency Coordination Plan is the coordinating and policy document for the Montana Disaster and Emergency Plan. Terrorism and Hazardous Materials are addressed in annexes to this document. The Montana Disaster and Emergency Plan is maintained at the State of Montana, Department of Military Affairs, Disaster and Emergency Services.

#### Local Emergency Operations Plans

Many counties and tribes in Montana have Emergency Operations Plans. The primary purpose of these plans is to maximize survival of people, prevent and/or minimize injuries, and preserve property and resources by making use of all available manpower, equipment, and other resources in the event of a natural, man-made, or national security emergency/disaster. Concepts of operations include mitigation and mitigation measures, increased readiness, emergency actions, and recovery actions. Mitigation typically involves restricting development in hazardous areas, promoting fire prevention, working with commerce and industry to improve hazardous materials storage, use, transportation and disposal, and maintaining shelter/mass care and evacuation annexes. Local Emergency Operations Plans are typically maintained by local disaster and emergency management coordinators and are integrated into Local PDM Plans.

Montana DES 2-14 August 2007

<sup>&</sup>lt;sup>8</sup> State of Montana Hazard Mitigation Administrative Plan, Montana Department of Military Affairs, Disaster and Emergency Services Division, Adopted 1991, Revised October 2001.

<sup>&</sup>lt;sup>9</sup> Montana Disaster and Emergency Plan, Montana Department of Military Affairs, Disaster and Emergency Services Division, no date.

# Montana's Homeland Security Strategic Plan<sup>10</sup> – December 2003

Montana's Homeland Security Strategic Plan was developed by the Montana Strategic Planning Committee for Homeland Security with the purpose to "...identify strategic direction for enhancing local, tribal, regional, and state capability and capacity to prevent and reduce Montana's vulnerability from Weapons of Mass Destruction (WMD) terrorism incidents." Two of the four priorities of this plan relate directly to hazard mitigation as follows:

- Enhance detection, prevention, and mitigation, which include intelligence capabilities.
- Identification, documentation, protection, and hardening of critical infrastructure.

The focus to "incorporate an all-hazard approach into WMD terrorism planning" is also similar to the goals of hazard mitigation. This strategic plan supplements the hazard assessment done for the statewide mitigation strategy through a detailed, non-public analysis of the terrorist threats to the State of Montana. The strategic plan will continue to be revised by the State of Montana, Department of Military Affairs, Disaster and Emergency Services through the Homeland Security Task Force and remain an important piece of the statewide hazard mitigation strategy. Mitigation was considered in the development of the State of Montana Multi-Hazard Mitigation Plan and Statewide Hazard Assessment and will continue to be a consideration in future updates. The Montana Homeland Security Strategic Plan is maintained by the State of Montana, Department of Military Affairs, Disaster and Emergency Services.

# Montana COOP and COG Plans - February 2006

The State of Montana prepared a Continuity of Operations Plan (COOP), an agency-wide effort to develop ensure the continued performance of essential government functions during times of natural disaster, security intrusions and/or acts of terrorism. Ten state agencies, identified as having a lead responsibility in emergency coordination, determined their agency's critical or essential function(s), staffing and resource requirements, critical systems, vital files, records or databases(s), and alternate facility needs. A software product was then used to generate agency-specific COOP plans which were incorporated into Montana's Continuity of Government (COG) Plan (Volume XV). Disaster mitigation is a key consideration in COOP and COG planning (e.g. non-structural mitigation projects are needed to protect data center equipment from non-catastrophic earthquakes). The Montana COOP Plan is maintained by the State of Montana, Department of Military Affairs, Disaster and Emergency Services with information technology (IT) responsibilities being managed by the Montana Department of Administration, Information Technology Services Division.

## State and Local Human Disease and Public Health (Pandemic Influenza) Emergency Plan – 2006

The State of Montana, as well as local counties and tribes, have been involved in pandemic influenza preparedness efforts. States and local communities are responsible under their own authorities for responding to an outbreak within their jurisdictions and having comprehensive pandemic preparedness plans and measures in place to protect their citizens. The focus of these planning efforts is on practical, community-based procedures that could prevent or delay the spread of pandemic influenza, and help to reduce the burden

<sup>&</sup>lt;sup>10</sup> Montana's Homeland Security Strategic Plan, Montana Department of Military Affairs, Disaster and Emergency Services, December 17, 2003.

of illness communities would contend with during an outbreak. With all "preparedness" plans there is a mitigation component. The Department of Public Health and Human Services maintains the State's Pandemic Influenza Emergency Plan and County/Tribal Health Departments maintain local plans.

# Montana Department of Agriculture Emergency Response Plan – Draft (2007)

The Montana Department of Agriculture has developed an Agro-Emergency Response Plan to address policies and procedures that will minimize the impact of a deliberate or unintentional incident related to the State's crop production. The purpose of the plan is to provide for rapid response to significant threats to plants that may impact food safety and public health. The plan provides guidance to mitigate against exotic plant pests and other agricultural emergencies.

# Guidelines for Montana Agricultural Emergencies for Local and Tribal Governments – Draft (2007)

Montana Departments of Livestock, Agriculture, Fish Wildlife and Parks, and Public Health and Human Services are charged with protecting public health, the safety of the food supply, and the integrity of animal and plant agriculture industries in Montana. These agencies have developed guidelines for Montana Agricultural Emergencies for Local and Tribal Governments to heighten biosecurity awareness and give direction to address agricultural emergency.

# Montana Individual & Family Grant Program Administrative Plan<sup>11</sup> – August 2000

The Montana Individual & Family Grant Program Administrative Plan addresses the procedures used to provide Individual and Family Grant assistance to customers. This program provides financial assistance for housing, personal property, transportation, medical and funeral expenses, and other personal necessities following a Presidential disaster declaration. As it relates to mitigation, this Administrative Plan addresses the flood insurance purchase requirements, rebuilding to current building code standards, and fuels reduction activities for individuals during the recovery from a disaster. The program, by design, encourages mitigation following an event and will continue to do so. The State of Montana, Department of Military Affairs, Disaster and Emergency Services maintains the Individual & Family Grant Program Administrative Plan.

# Montana Public Assistance Administrative Plan<sup>12</sup> – July 2003

The Montana Public Assistance Administrative Plan focuses on the recovery of public assets and expenses following a disaster. The Public Assistance program provides assistance with repairing damaged public buildings, roads, bridges, water control facilities, utility systems, parks, and other publicly owned entities. Section 406 of the Stafford Act allows for the funding of mitigation to damaged facilities and infrastructure to prevent similar losses in the future. Therefore, following a disaster, mitigation activities to be conducted as part of the

<sup>&</sup>lt;sup>11</sup> State of Montana Individual and Family Grant Program Administrative Plan, Montana Department of Military Affairs, Disaster and Emergency Services Division, August 2000.

<sup>&</sup>lt;sup>12</sup> State of Montana Public Assistance Administrative Plan, Montana Department of Military Affairs, Disaster and Emergency Services Division, July 2003.

facility or infrastructure repair are guided by this administrative plan. The State of Montana Multi-Hazard Mitigation Plan and Statewide Hazard Assessment will be incorporated into the Public Assistance Administrative Plan where applicable. In addition, future updates of this Plan will outline the details related to the Disaster Mitigation Act of 2000 and mitigation planning. The State of Montana, Department of Military Affairs, Disaster and Emergency Services maintains the Montana Public Assistance Administrative Plan.

# Montana Framework for Economic Development<sup>13</sup> – January 2002

The Montana Framework for Economic Development, developed by the Governor's Office of Economic Opportunity, is to "guide the state's economic development efforts to create a stronger, more diversified economy in Montana." This document primarily focuses on the growth of Montana's economy. The plan itself states, "The goals and strategies set forth in this document were developed with one comprehensive end result in mind: to support, retain, expand and attract sustainable and environmentally responsible economic activity that makes Montana a better place to live and work." Although the document doesn't specifically mention the need to create an economy that is resistant to disasters specifically one goal and strategy are related.

- **Goal**: Promote sustainable economic growth that balances the economic needs of Montanans with maintaining a healthy and attractive environment.
- Strategy: Maintain safety and security of Montana residents.

In addition, a sustainable economy and disaster prevention are inherently related despite not being specifically noted in the framework. Suggestions will be made to expand upon economic sustainability through disaster resistance for the next revision. The Governor's Office of Economic Opportunity maintains Framework for Economic Development.

# Long Range Building Program<sup>14</sup>

The Long Range Building Program (LRBP) is Montana's program for capital projects of State owned facilities. The six year schedule of capital expenditures lists needed projects and estimated costs. This program, established by the legislature in 1965, is the financial mechanism for constructing and providing significant maintenance to state buildings. It is the "single, comprehensive and prioritized plan to allocate state resources."

Projects are submitted by state agencies during even numbered years for consideration. Each agency prioritizes its own projects based on their capital improvement goals prior to submission. The proposed projects are then reviewed by the Department of Administration, Architecture and Engineering Division and prioritized statewide. This list of prioritized projects is then submitted to the Governor for inclusion in the Governor's Budget presented to the state legislature. Once approved by the legislature, the projects can be initiated, when funded.

This program is critically important to the mitigation of hazards on state owned facilities, including the universities. All capital improvements over \$150,000, including those funded federally or otherwise, are submitted through this program. The factors considered during

<sup>&</sup>lt;sup>13</sup> A Framework for Economic Development, Montana Governor's Office of Economic Opportunity, January 9, 2002.

<sup>&</sup>lt;sup>14</sup> http://www.discoveringmontana.com/doa/aed/DesignConstruction/LongRangeBuildingProgram/LongRangeBuildingProgram.asp and Interview of Joe Triem, Montana Department of Administration, June 2004.

the prioritization process include the project justification, program impact, cost, relationship to any overall long range strategic and site plans, and other pertinent factors. The project's ability to receive approval from the legislature and how well it balances the agency's needs are additional important factors.

Hazard mitigation is not specifically considered under the current system, however, many factors related to disaster prevention are. For example, agencies must give reasons as to how priorities were given to their projects and be based on questions such as:

- Does the project improve conditions that threaten life or property or involve improvements to comply with State or Federal regulations?
- Does the project correct a problem that if not corrected would cause further deterioration of an existing structure?

Other aspects of hazard mitigation are considered during the proposed project's evaluation such as determining if the structure is or will be in the floodplain and requiring new buildings to meet building code standards. Special consideration for life, safety, and hazard mitigation is given when identified by the submitting agency. In addition, evaluators from the Architecture and Engineering Division are educated on hazards on a regular basis. For example, a leading Montana earthquake expert recently gave a talk on building failures from earthquakes to Architecture and Engineering Division employees. Despite the identified opportunities for mitigation, ultimately, the program is limited financially, and mitigation projects must compete with other statewide priorities. This program is an important factor in developing mitigation measures for state-owned facilities.

# Montana Department of Transportation<sup>15</sup>

Although not specifically detailed in a plan, the Montana Department of Transportation (MDT) has hazard mitigation integrated into the planning, design, and engineering of its road, bridge, and facility projects. Hazards, such as flooding, avalanche, landslide, and earthquake, are considered by designers and engineers when developing construction projects. Hazard information is often relayed to the designers and engineers by employees in the field that manage the roadway infrastructure on a day to day basis. Hazards are typically mitigated during major road repairs, and when possible, are prevented through minor repair projects and regular maintenance. MDT has a responsibility to prevent damages from disasters, natural or manmade, to the highway infrastructure and the surrounding environment. In addition to the road infrastructure, hazards are considered during facility design as well. Snow loads, in addition to the other hazards, are considered when designing those facilities, especially considering operational MDT facilities are often critical for response operations during a disaster. MDT will continue to evaluate hazard mitigation opportunities on an ongoing basis and copies of the hazard assessment will be distribute to those designers and engineers developing projects for their additional consideration.

### Montana Floodplain Management Strategic Plan

A strategic plan for mapping and coordinating the management of the floodplains in Montana under the National Flood Insurance Program and the Map Modernization Program is currently in development by the State Floodplain Manager, Department of Natural Resources and Conservation. Although not completed yet, this strategic plan will guide the

<sup>&</sup>lt;sup>15</sup> From Interview with Jim Hyatt, Montana Department of Transportation, June 2004.

important mitigation task of updating floodplain mapping and information. This document will serve as a supplement to the State of Montana Multi-Hazard Mitigation Plan and Statewide Hazard Assessment.

# Montana Ground Water Plan<sup>16</sup> – February 1999

The Montana Ground Water Plan, initiated in 1992 as required by Montana Law, addresses ground water issues and "...must set out a progressive program for the conservation, development, and utilization of the state's water resources..." (Montana Code Annotated <MCA> 85-1-203) Protection, education, and remediation are the three major subsections of the plan. This plan is important to hazard mitigation as it relates to flooding, drought, hazardous materials spills, and public health. The primary focus of the plan is on ground water issues such as supply and contamination and not those specifically related to disaster mitigation. For legislation related to this plan see Title 85, Chapter 1, Part 2 MCA. The Montana Ground Water Plan is maintained by the Montana Department of Natural Resources Conservation.

# Montana Drought Response Plan<sup>17</sup> - 1995

The Montana Drought Response Plan was written to enable the Montana Drought Advisory Committee "...to take measures appropriate for the mitigation of drought impacts to the people and natural resources of Montana." The Response Plan serves as a guide for assessing the impacts of drought and making recommendations for actions that mitigate its effects on the population, economy, and environment. The Plan also describes the different agency responsibilities as they relate to drought. Although drought mitigation is mentioned numerous times in the Plan, the actions are in response to existing or forecast drought conditions, not actions that can be taken prior to a drought developing. This plan is maintained by the Montana Drought Advisory Committee, a multi-agency committee required by state law, MCA 2-15-3308.

# Montana Wildfire Event Action Plan for the Mitigation of Public Health Impacts Caused by Smoke from Wildfire Events<sup>18</sup> – July 2001

The Montana Wildfire Event Action Plan focuses on the monitoring and notification actions to be taken by the State for air quality during wildfire events. The issue of public information and suggested actions such as staying indoors, etc. is addressed. This course of action is in line with the objectives of the State of Montana Multi-Hazard Mitigation Plan and Statewide Hazard Assessment. Additional integration of mitigation measures is not required. The Wildfire Event Action Plan is maintained by the Montana Department of Environmental Quality.

### Montana Citizen Corp

The Montana Citizen Corp is organized under the Montana Office of the Governor and is coordinated nationally by the Department of Homeland Security. The purpose of the Citizen

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<sup>&</sup>lt;sup>16</sup> Montana Ground Water Plan, Montana Department of Natural Resources and Conservation, February 1999, <a href="http://www.dnrc.state.mt.us/wrd/gw\_plan.htm">http://www.dnrc.state.mt.us/wrd/gw\_plan.htm</a>.

<sup>&</sup>lt;sup>17</sup> The Montana Drought Response Plan, Montana Drought Advisory Committee, 1995.

<sup>&</sup>lt;sup>18</sup> Montana Wildfire Event Action Plan for the Mitigation of Public Health Impacts Caused by Smoke from Wildfire Events, Montana Department of Environmental Quality - Permitting and Compliance Division -Air Resources Management Bureau - Air Quality Policy and Planning Section, July 2001.

Corp is to promote volunteer service activities that support homeland security and community safety. Service programs such as AmeriCorps support Citizen Corps activities by helping to establish training and information delivery systems for neighborhoods, schools, and businesses, and by helping with family preparedness and crime prevention initiatives in a community or across a region. The Montana Citizen Corp has assisted with hazard mitigation activities around the state including removal of woody debris from flood-prone drainages and distribution of public outreach materials.

#### Montana University System Pre-Disaster Mitigation Plans - Draft 2007

The Montana University System received a PDM planning grant to prepare Pre-Disaster Mitigation Plans for eight of its Montana campuses including: The University of Montana (UM)-Missoula, UM-Western, UM-Helena College of Technology, Montana Tech of UM, Montana State University (MSU)-Bozeman, MSU-Billings, MSU-Northern, and MSU-Great Falls College of Technology. These plans outline mitigation strategies to create Disaster Resistant Universities and have been reviewed and when finalized will be incorporated into the State of Montana Multi-Hazard Mitigation Plan and Statewide Hazard Assessment where applicable.

### Local Pre-Disaster Mitigation (PDM) Plans

The Local Pre-Disaster Mitigation Plans (Local PDM Plans), a vital piece of the State's mitigation strategy, have been reviewed and incorporated into the State Plan, both electronically as linked documents and as annexes to the State Plan. Approved Local PDM Plans are maintained by the respective local jurisdictions and must be reviewed and resubmitted for approval by the State annually and at least every five years by FEMA, per State and FEMA requirements.